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SUBJECT: UN REPORT TO TACKLE EARLY RECOVERY

Classified By: ECOSOC Minister-Counselor Robert Hagen
for reasons 1.4 (b) and (d).

¶1. (U) SUMMARY: With a June deadline set by the Security Council approaching a report on strengthening the UN's response to immediate post-conflict situations, the UN Secretariat is now soliciting views from member states and within the UN on the following themes: 1) how to better incorporate peacebuilding into the three pillars of humanitarian intervention, peacekeeping, and development; 2) enhancing funding for a &peace dividend⁸ and national capacity-building; and 3) building international peacebuilding expertise and strengthening coordination. The draft report, due in February, will likely advocate stronger &Compacts⁸ for commitments by the international community and national stakeholders, more attention to national capacity-building over a longer time frame, and revamping UN personnel practices to put more peacebuilding expertise on the ground, including utilizing bilateral peacebuilding rosters. END SUMMARY

¶2. (U) In May, 2008, the Security Council tasked the Secretary-General with providing the Security Council a report on strengthening the UN's support for &early recovery⁸ and preventing relapses by countries that have emerged from conflict back into civil disorder or conflict. The request reflected the widely-held sentiment among UN member states that billion-dollar investments in massive human intervention and peacekeeping operations are not being matched by long-term investments in peacebuilding that will help fragile and post-conflict states maintain progress toward sustainable development. The request also stems from recognition that two newly created UN instruments for promoting peacebuilding, the Peacebuilding Commission and the Peacebuilding Fund, need to be reworked and better integrated into the UN community. Some member states also expect that the report will provide a roadmap for advancing UN reform in personnel practices and an entry-point for deploying domestic civilian peacebuilding experts in UN operations.

¶3. (U) Given the above expectations, the drafting cell formed by AS/G for Peacebuilding Jane Holl Lute cautions that the 8500-word report can only set the agenda, not provide detailed recommendations. The report will tackle these questions:

-- How can peacebuilding occur alongside humanitarian intervention in immediate post-conflict situations without endangering the political neutrality of traditional humanitarian relief work?

-- Should the civilian components of peacekeeping operations devoted to peacebuilding functions (restoring rule-of-law, infrastructure etc.) continue to be funded and embedded within peacekeeping operations? How can peacebuilding begin with humanitarian intervention and carry forward through peacekeeping into a return to normalcy?

-- What additional analytic support is needed to define peacebuilding needs and identify national capacity needs?

-- How can the UN system utilize bilateral peacebuilding expertise offered by countries that have their own rosters of peacekeeping experts?

-- Given the crosscutting complexity of peacebuilding, how can the UN system better develop and recruit field leadership (Special Representatives of the Secretary-General (SRSGs), Resident Coordinators, and Deputy Resident Coordinators) capable of mobilizing and leading the full UN presence and other stakeholders in tackling peacebuilding?

-- What should be the role of the Peacebuilding Support Office in supporting SRSGs overseas instituting joint planning of UN programs tackling peacebuilding issues?

-- Does peacebuilding need additional devoted funding sources? The report will recommend minor changes to the UN Peacebuilding Fund to make it faster and more responsive, but radical changes aimed at making the PBF an immediate post-conflict instrument are opposed by several UN agencies.

-- Should the Peacebuilding Commission have a role in immediate post-conflict situations outside of the countries referred to it by the Security Council?

14. (C) COMMENT: The report could have implications for the USG in several areas. It will likely reflect a widely held view within UN agencies that major donors should join a UN/World Bank-led Compact model of common peacebuilding priorities with commitments to fund those priorities. The report could be a driver for UN reform, facilitating the formation of integrated missions and encouraging UN personnel system innovation. The report may touch upon Security Council mandates and raise questions about the chain of command for peacebuilding civilian functions embedded within peacekeeping missions. Finally, the report may have extensive budgetary implications. We will continue to closely monitor the drafting process moving forward. END COMMENT
Wolff